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Financing of the United Nations Mission in South Sudan

Budget for the United Nations Mission in South Sudan for the period from 1 July 2011 to 30 June 2012

Report of the Advisory Committee on Administrative and Budgetary Questions

I. Introduction

1. **The Advisory Committee on Administrative and Budgetary Questions recommends approval of the proposals of the Secretary-General for the United Nations Mission in South Sudan (UNMISS) for the period from 1 July 2011 to 30 June 2012 (A/66/532), subject to the observations and recommendations contained in the paragraphs below.**

2. During its consideration of the proposal, the Advisory Committee met with representatives of the Secretary-General, who provided additional information and clarification. The documents used by the Committee in its consideration of the financing of UNMISS are listed at the end of the present report.

II. Financial position and information on performance

3. In its resolution 65/257 B of 30 June 2011, the General Assembly noted the intention of the Security Council, as stated in its resolution 1978 (2011), to establish a successor mission to the United Nations Mission in the Sudan (UNMIS) and appropriated and assessed an amount of $482,460,550 for the maintenance of UNMIS for the six-month period from 1 July to 31 December 2011. The Assembly further authorized the Secretary-General to draw upon the resources approved for UNMIS in entering into commitments for the period from 1 July to 31 December 2011 for the United Nations Interim Security Force for Abyei and any further missions established by the Security Council before 31 December 2011 in support of the implementation of the Comprehensive Peace Agreement.

4. By its resolution 1996 (2011) of 8 July 2011, the Security Council established UNMISS for an initial period of one year, and decided that the Mission would

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consist of up to 7,000 military personnel, including military liaison officers and staff officers, up to 900 civilian police personnel, including, as appropriate, formed units, and an appropriate civilian component, including technical human rights investigation expertise.

5. Following the establishment of UNMISS and pursuant to authorization granted by the General Assembly in its resolution 65/257 B on the financing of UNMIS, commitment authority was provided for the deployment of UNMISS in the amount of $277,915,150 for the period ending 31 December 2011. Of the amount of $482,460,550 the General Assembly assessed upon Member States by its resolution 65/257 B, the amount of $277,915,150 was applied to the Special Account for UNMISS. The proposed budget for UNMISS for the period from 1 July 2011 to 30 June 2012 incorporates the commitment authority of $277,915,150.

6. Upon request, the Advisory Committee was provided with updated information on current expenditures under the commitment authority, which, as at 31 October 2011, amounted to $146,884,500 (see annex I).

III. Proposed budget for the period from 1 July 2011 to 30 June 2012

7. Pursuant to General Assembly resolution 65/289, the Secretary-General's proposal for the start-up budget of UNMISS is formulated on the basis of the standardized funding model. The Advisory Committee's related report is contained in document A/65/743. The Committee notes that this is the first instance of the application of the standardized funding model. It comments on the standardized funding model and its applicability to UNMISS in paragraphs 26 to 36 and 65 to 73 below. For ease of reference, a summary of background information on and the main elements of the standardized funding model is contained in annex III to the present report.

A. Mandate and planned results

8. By its resolution 1996 (2011) of 8 July 2011, the Security Council mandated UNMISS, inter alia, to consolidate peace and security and to help establish the conditions for development in the Republic of South Sudan, with a view to strengthening the capacity of the Government of South Sudan to govern effectively and democratically and establish good relations with its neighbours.

B. Structure

9. As outlined in paragraphs 5 to 9 of the report of the Secretary-General (A/66/532), UNMISS, in seeking to implement its mandate, intends to function in an integrated manner that harnesses the different assets and capabilities of all parts of the United Nations system. The Secretary-General states that the Mission will work in a decentralized manner, with most staff being deployed at the state and county levels and key political and advisory functions being located at the Mission headquarters in Juba. Mission staff will be embedded in government structures at

the national, state and county levels in mandated areas to help expand State authority and build national capacities.

10. The Secretary-General indicates that the UNMISS headquarters in Juba will host the senior management team of the Mission, including the Special Representative of the Secretary-General, the Deputy Special Representative (Political), the Deputy Special Representative (Resident Coordinator/Humanitarian Coordinator), the Force Commander and the Police Commissioner. All senior managers will pay frequent visits to the state capitals and counties to ensure policy coherence and underline the decentralized approach of UNMISS throughout the country (ibid., para. 8).

11. Field offices will be established in each of the 10 states in South Sudan, namely Northern Bahr el Ghazal, Western Bahr el Ghazal, Lakes, Warrap, Jonglei, Unity, Upper Nile, Western Equatoria, Central Equatoria and Eastern Equatoria. Each of the offices will be led by a state coordinator, who will have a high degree of authority to manage day-to-day operations and coordinate the different functions of the Mission on the basis of joint workplans agreed by the Mission leadership (ibid., para. 9).

12. It is indicated in the Secretary-General's report that the staffing levels proposed for UNMISS are based on an expectation of what is realistically achievable within a three-year time frame. The staffing levels in the first year and the expected incremental increase in the following years are based on the circumstances on the ground, the level of government capacity and logistical realities (ibid., para 6). In his planning assumptions, the Secretary-General indicates that the Mission will take a phased approach to its staffing, reflecting likely developments during the first three years of its operation (ibid., paras. 12-14). In the first year, it is stated that the work of the Mission will be shaped by high levels of insecurity, high numbers of returnees, weak government structures and a political transition, including human rights challenges. The Secretary-General states that UNMISS will therefore need to quickly staff the areas of protection of civilians; the civil affairs network; political affairs; the Joint Mission Analysis Centre/Joint Operations Centre; recovery, reintegration and peacebuilding; human rights; public information; and United Nations police. It will also establish capacity in the area of disarmament, demobilization and reintegration and phase in capacity in the areas of the rule of law (including corrections and civil and military justice), as mandated by the Security Council, and security sector reform, if requested by the Government of South Sudan. During the first year, it is envisaged that the Mission will staff the 10 state offices and 19 of the envisaged 35 county support bases.

13. In the second year, when it is envisaged that there will a gradual consolidation of a new political dispensation, it is stated that the mission will need to maintain the staffing levels of the first year and increase staffing in the area of the disarmament, demobilization and reintegration programme. The Mission would also expand its presence at the county level, requiring additional staffing for nine new county support bases, bringing the total to 28, as well as the increased presence of the United Nations police.

14. During the third year of operation of the Mission, it is assumed that elections will be held or that preparations for them will be under way. During this phase, UNMISS will request electoral staffing and will also continue to expand its disarmament, demobilization and reintegration and United Nations police staffing,

with police levels reaching 900 within the three-year period. In addition, eight additional county support bases will be set up, bringing the total to 35. It is, however, stated that if certain conditions are met, the staffing for rule of law and security sector reform may be reduced.

15. As noted in paragraph 9 above, UNMISS will operate in a decentralized manner. The Mission's field presence in each state, including the state and county support bases, will be overseen by a state coordinator at the D-1 or P-5 level, who will be responsible for overseeing mandate implementation at the state and county level. In order to avoid duplication and to maximize coherence, multifunctional thematic groups, referred to in the report as clusters, would be established at the state level. These would include the political cluster, comprised of the State Coordinator's Office, civil affairs and security sector reform; the reintegration cluster, comprised of reintegration, recovery and peacebuilding, and disarmament, demobilization and reintegration; and the protective environment cluster, comprised of human rights, justice, women's protection and child protection. The Advisory Committee was also informed that there would also be a decentralized approach to the management of the Mission support component, with offices serving as hubs, using mobile staff to provide support to multiple states and counties.

16. **The Advisory Committee notes the proposals for the establishment of multifunctional clusters, which should facilitate a coherent approach to mandate delivery. The Committee also notes the decentralized approach taken in the organizational structure of the Mission and expects that the Secretary-General will document, disseminate and apply lessons learned, as well as draw from experience in deploying such complex, decentralized missions as UNMIS and the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO).**

17. The Secretary-General states that the Mission will conduct its operations with a view to maximizing its positive economic and social impact and mitigating its environmental impact on South Sudan. It is stated that, wherever practical, the Mission will seek to procure goods locally, hire local people and build their skills, and design its infrastructure and operations with a view to the legacy it will leave. In addition, the Mission intends to implement quick-impact projects at the county level and in neighbouring communities, delivering development dividends to improve local conditions and build confidence for the Mission in general (ibid., para. 16).

18. The Committee recalls that the Secretary-General, in his proposed budget for the period 1 July 2011 to 30 June 2012 for UNMIS, intended to focus on reducing the environmental impact of the Mission through continued acquisition and installation of waste thermal biological incinerators with energy recovery and clean air technology (A/65/731, para. 26). **The Advisory Committee recalls its previous recommendations on initiatives to mitigate the environmental impact of peacekeeping missions, and expects the Secretary-General to carry forward the initiatives commenced under the umbrella of UNMIS and to share lessons from the outcome of these initiatives with other peacekeeping operations.**

19. Upon enquiry, the Advisory Committee was informed that UNMISS had taken into account the need for capacity-building in South Sudan from the outset. The Committee was informed that the Mission intends to encourage the creation of small businesses and cooperatives in South Sudan that may eventually be used to provide services to the Mission on a contractual basis. UNMISS is giving consideration to

the development of relevant skill sets among its national staff and is identifying proposed international posts that may eventually be proposed for conversion into national posts. **The Advisory Committee welcomes the stated focus of UNMISS on national capacity-building and looks forward to receiving further information on progress made in this area in future reports.**

C. Regional mission cooperation

Regional Service Centre

20. With regard to the Regional Service Centre at Entebbe, Uganda, the Secretary-General states that in accordance with resolution 64/269, the results-based-budgeting frameworks for the Regional Service Centre, as well as the UNMISS share for the post and non-post resource requirements of the Centre for 2011/12 are reflected in the budget proposal. It is stated that a total of 14 posts (1 P-5, 1 P-4, 1 P-3, 6 Field Service and 5 national General Service) are assigned to the Regional Service Centre at Entebbe. The UNMISS share of the costs for the Regional Service Centre at Entebbe is stated as being $2,582,700 for the period from 1 July 2011 to 30 June 2012 (see A/66/532, para. 19).

21. The Advisory Committee recalls that it had highlighted the importance of scalability with regard to the regional service centres, with the drawdown of a mission having an impact on the volume of activity and resources available to the centres (A/64/660, para. 118). The Committee notes that it is proposed that the 14 UNMIS posts that were relocated to the Regional Service Centre at Entebbe be maintained as UNMISS posts. However, the Committee notes that, with a total authorized personnel of 11,534, UNMISS is significantly smaller than UNMIS, which comprised 15,415 personnel during the financial period 2010/11.

22. **The Advisory Committee reiterates the recommendation contained in its report on the proposed budget of the United Nations Interim Security Force for Abyei (UNISFA) that the Secretary-General should henceforth include a separate section on the Regional Service Centre at Entebbe in the budgets of all missions that it serves, providing details on the number of staff assigned to the Centre and the nature and scope of services provided and highlighting any efficiency gains anticipated to be derived by each client mission (see A/66/576, para. 16). The Committee trusts that the Secretary-General will apply a coherent methodology to determine the distribution of the requirements for human and financial resources for the Regional Service Centre among its client missions, commensurate with the overall level of support required from the Centre. Bearing in mind paragraph 91 of General Assembly resolution 65/289, the Advisory Committee intends to revert to this issue in the context of its review of the annual report on the Regional Service Centre.**

D. Cooperation with other United Nations entities

23. The Advisory Committee was informed that UNMISS would work closely with the United Nations country team to coordinate the delivery of mandates over the lifespan of the Mission and to use the Mission as a platform to facilitate the activities of United Nations offices, funds and programmes. The Committee was also informed that UNMISS would work with non-governmental organizations in

the Mission area. The Secretary-General indicates that the United Nations country team is currently implementing a range of programmes in South Sudan in areas such as service delivery, agricultural extension and food security, the rule of law, governance, community security and conflict mitigation, among others. It is further stated that during the next three years the United Nations country team will be increasing programme presence in accordance with its United Nations Development Assistance Framework in a number of key areas, including governance, service delivery, agricultural-led growth, social programmes, reintegration, rural development, the rule of law and conflict mitigation (see A/66/532, para. 20).

24. The Advisory Committee was informed that there was a substantive intersection between the Mission's mandate and the work of the United Nations country team, including in such key areas as civil affairs, the rule of law, disarmament, demobilization and reintegration, mine action, gender and child protection. It was stated that joint workplans will be developed by the United Nations country team and the Mission in order to avoid overlap of activities and ensure strong complementarities. The Committee was further informed that the Mission will work to ensure that the division of labour is clear and in line with the comparative advantage of each member of the United Nations country team.

25. The Secretary-General states in his report that UNMISS will be required to engage fully in its mandated areas, at least during the first two years, and to help lay the groundwork for the building of large programmes to be implemented by the United Nations country team and bilateral and multilateral partners. As programmes implemented by partners are established, UNMISS will need to determine whether responsibilities for some key areas and support can be incrementally handed over to the United Nations country team (ibid., paras. 21 and 22). **The Advisory Committee trusts that UNMISS will maintain coordination and cooperation within the United Nations country team in the context of an efficient division of labour.**

E. Standardized funding model

26. As indicated in paragraph 7 above, the budget for UNMISS for the period from 1 July 2011 to 30 June 2012 is the first instance in which the Secretary-General has submitted a mission budget formulated on the basis of the standardized funding model. In order to facilitate consideration of the Secretary-General's proposals, the Advisory Committee provides a summary of the main elements of the standardized funding model in annex III to the present report.

27. The Secretary-General sets out his planning assumptions and provides some details on the activities envisaged for the first, second and third years of the Mission's operations (ibid., paras. 12-14). In line with the standardized funding model (see A/65/743, para. 203), the budget document provides:

(a) Mandate-specific results-based budgeting frameworks for the substantive components of the mission;

(b) An indicative results-based-budgeting framework for the support component of the mission, based on the scenario and profile that most closely resemble the new mandate;

(c) A detailed mission-specific staffing table based on the mandate of the mission;

(d) Financial resources based on the scenario and profile that most closely resemble the new mandate.

28. The Advisory Committee was informed that the Secretary-General had decided not to apply the standardized funding model to the budget of UNISFA, which was established almost concurrently with UNMISS, because UNISFA was not large enough in terms of number of uniformed personnel to constitute a suitable fit under the Mission profiles defined for the standardized funding model.

29. The Secretary-General indicated in his report on the global field support strategy that the standardized funding model is intended to reflect a more homogeneous approach to operational support requirements, in particular in the early stages of a mission, when the deployment of resources is limited by what can be achieved initially (see A/64/633, para. 49). The Secretary-General indicated that the standardized funding model was built upon the operational similarity of missions in the first year of operations: while mandates differed, initial resource requirements in the first year of operations were largely similar across missions, with resource specificities arising from differences in mandates generally becoming evident in the second year of operations. The Committee was informed that the UNMISS budget provided an indicative level of resources, calculated on the basis of actual, historic deployment experience. It was further informed that, given the dynamic operational environment that characterizes the start-up phase of a mission, a core assumption of the Secretary-General is that the standardized funding model must be viewed as an integrated package and that attention must be paid to ensuring that the overall level of funding is reasonable. However, the model would allow some flexibility to accommodate mission-specific conditions. For this reason it did not include a standard results-based-budgeting framework or detailed staffing table, which would be developed for every start-up situation (see A/65/696, para. 43).

30. The key elements used to categorize field missions under the standardized funding model approach included: (a) standard scenarios reflecting the level of logistical challenges posed and the size of the mission area; and (b) standard profiles, characterizing the level of authorized uniformed personnel, with profiles 1, 2 and 3 corresponding to authorized levels of 5,000, 10,000 and 15,000 military and police personnel, respectively (ibid., paras. 52-59). The model proposed a standard funding level for each of the resulting six scenario/profile combinations, which was derived using data on overall expenditure levels of actual start-up missions during their first year of operation, at 2011/12 rates.

31. The Advisory Committee notes that the standardized funding model seeks to provide an appropriate level of funding resources for the first year of operations and therefore, with the exception of information on staffing proposals, the proposed UNMISS budget does not provide detailed justifications under other areas, such as operational costs. Accordingly, in considering the Secretary-General's proposals for the start-up budget of UNMISS, the Advisory Committee has focused its recommendations on the proposed mission-specific staffing requirements and the overall level of funding proposed.

32. The Advisory Committee was informed that the mission profile with 10,000 uniformed personnel, under scenario II, was selected as the closest fit to the

circumstances of UNMISS, based on the average deployment projected throughout the budget period and on the size and level of the logistical challenges of the Mission area. The Advisory Committee notes that the profiles and scenarios used for the development of the standardized funding model in document A/65/696 were based on the experience of the Organization in deploying missions that did not have extensive assets and infrastructure remaining in place in the mission area from previous and liquidating United Nations peacekeeping presences. The circumstances pertaining to UNMISS are therefore different from a typical mission start-up, particularly in that it will benefit from the transfer of resources from UNMIS, including personnel, logistical resources and infrastructure. As indicated in paragraph 218 of the Secretary-General's report, of the total UNMIS mandated force strength of 7,900 uniformed personnel, 5,581 uniformed personnel, comprising 196 military observers, 5,007 military contingent personnel and 378 United Nations police, were redeployed to UNMISS. In this regard, the Committee was informed, upon enquiry, that it was planned that 733 former UNMIS international staff would transfer to UNMISS and that assets with a total value of $129.9 million would be received from UNMIS.

33. **Given the transfer of uniformed and civilian personnel and assets from UNMIS, the Advisory Committee is of the view that the logistical challenges that UNMISS faces differ from those that would generally apply to a new or expanding mission as envisaged under the mission profiles and scenarios contained in the report of the Secretary-General on the standardized funding model (A/65/696). The Committee does not, therefore, consider UNMISS to be an adequate case to use to reliably assess the effectiveness of the standardized funding model approach to budget formulation (see paras. 71-73 below).**

34. The Advisory Committee further notes that the total number of 7,900 authorized uniformed personnel in UNMISS, comprising 166 military observers, 6,834 military contingent personnel and 900 police, is significantly less than the number of 10,000 authorized uniformed personnel envisaged in the corresponding mission profile in the standardized funding model, while the civilian component of 3,053 is considerably higher than the corresponding mission profile civilian component of 2,697 (see para. 42 below). The Committee also notes that, while the standardized funding model is based on the requirements for the first 12 months of a new or expanding mission, UNMISS was established from 9 July 2011; however, the amount of the proposed budget was not adjusted to reflect requirements for the balance of the financial period of the first year of operation of the Mission, as was envisaged under the proposals for the standardized funding model (see A/65/696, para. 38).

35. In paragraph 205 of its report on cross-cutting issues related to peacekeeping operations (A/65/743), the Advisory Committee had emphasized that the formulation of budget proposals based on a standardized funding model should not in any way lessen the requirement for the full justification of the resources proposed. It had also emphasized that the performance reports should provide comprehensive explanations on the resources utilized as well as details on actual achievements, in accordance with established budgetary procedure. The Committee's views were endorsed by the General Assembly in its resolution 65/289. **The Advisory Committee will pay particular attention to the level and utilization of human and financial resources provided in the first year of the Mission in the context of its review of the budget for the period from 1 July**

2012 to 30 June 2013 and the performance report for UNMISS for the period 1 July 2011 to 30 June 2012 (see para. 68 below).

36. The Advisory Committee also recalls its stated expectation that a review of the utilization of the standardized funding model should seek to update and adjust the funding levels, as well as to review assumptions, and to assess the adequacy of the model itself, in particular the civilian staffing model, and its recommendation that the review be conducted following issuance of the performance report for the first start-up mission to which the standardized funding model is applied, or after a three-year period, if, at that time, no such review has taken place (A/65/743, para. 209). **The Advisory Committee trusts that lessons learned from the application of the standardized funding model in UNMISS will be provided in the context of the performance report. After considering that review, the Committee will provide its views on the effectiveness of the standardized funding model as applied in UNMISS, as well as its recommendations with respect to its subsequent application. Pending submission of the performance report, the Committee has provided preliminary remarks on the standardized funding model in paragraphs 69 to 73 below.**

F. Resource requirements

37. The proposed budget of UNMISS for the period from 1 July 2011 to 30 June 2012 amounts to $738,266,500 gross ($727,946,500 net) and provides for the deployment of 166 military observers, 6,834 military contingent personnel, 900 United Nations police officers, 957 international staff, 1,590 national staff, 506 United Nations Volunteers and 81 Government-provided personnel, as well as for 500 temporary positions. As noted in paragraph 7 above, the standardized funding model has been used as the basis for the UNMISS start-up budget.

38. The Advisory Committee was provided with additional information on the actual and planned deployment of UNMISS mission personnel in the period from 1 July 2011 to 30 June 2012 (see annex II).

Military and police personnel

Category	*Proposed 2011/12*[a]
Military observers	166
Military contingent personnel	6 834
United Nations police	900
Total	**7 900**

[a] Represents the highest authorized strength for the period.

39. The requested budgetary resources amounting to $247,009,100 for military and police personnel would provide for the deployment of 166 military observers, 6,834 military contingent personnel and 900 United Nations police.

40. The Advisory Committee was informed that the mission profile of 10,000 uniformed personnel under the standardized funding model was selected for the formulation of the UNMISS budget on the basis of the average deployment of

uniformed personnel projected in the first year of the Mission. The Committee had previously been informed that the profile consisting of 10,000 authorized uniformed personnel under the standardized funding model is based on an average of 6,774 uniformed personnel deployed in the first year (see A/65/743, table 11). The Committee notes that a total of 5,763 uniformed personnel, comprising military observers and contingent and police personnel, were deployed in UNMISS by the end of July 2011 and that the projected average deployment of uniformed personnel for UNMISS would in fact amount to 6,371 military observers, and contingent and police personnel for the period from 1 July 2011 to 30 June 2012 (see annex II), a variance of less than 1 per cent from the average deployment under the corresponding standardized funding model mission profile.

Civilian personnel

Category	*Proposed 2011/12*
International staff	957
National staff[a]	1 590
United Nations Volunteers	506
Temporary positions	500
Total	**3 553**

[a] Including both National Officers and national General Service personnel.

41. The total civilian staffing component of 3,553 proposed for UNMISS includes a total of 957 international staff, 1,590 national staff posts, 506 United Nations Volunteers and 500 temporary positions, as shown in the table above. The budgetary requirement of $91,674,300 for civilian personnel in UNMISS is based on the relevant profile and scenario under the standardized funding model.

42. The Advisory Committee notes that the proposed total of 3,553 civilian personnel for UNMISS, inclusive of temporary positions, is significantly higher than the total of 2,697 civilian personnel under the relevant mission profile and scenario using the standardized funding model, which comprises 719 international staff, 1,734 national staff and 244 United Nations Volunteers (see A/65/743, table 8). The Committee recalls that the scenario used from the standardized funding model was based on an average deployment in the first year of 1,097 civilian personnel, comprising 331 international staff, 642 national staff and 124 United Nations Volunteers (see A/65/743, table 10).

43. The Committee notes that the projected average deployment of civilian personnel for UNMISS in the period from 1 July 2011 to 30 June 2012 will in fact amount to 2,578 such personnel, comprising 746 international staff, 1,558 national staff and 274 United Nations Volunteers (see annex II), which is significantly higher than the levels in the relevant profile under the standardized funding model.

44. Given this higher deployment rate, the Advisory Committee notes that UNMISS may require more resources to cover civilian personnel costs in the period from 1 July 2011 to 30 June 2012 than provided under the relevant scenario of the standardized funding model. The Committee also notes that the standardized funding model upon which the UNMISS proposed budget is based provides an

overall envelope of funding and that UNMISS may need to redeploy resources to meet its actual requirements for civilian personnel. In this regard, UNMISS may benefit from lower requirements under operational costs due to the assets and infrastructure transferred from UNMIS. **Accordingly, the Advisory Committee expects that expenditure patterns under civilian personnel and other categories of expenditure will be closely monitored during the period from 1 July 2011 to 30 June 2012.**

Executive direction and management

Location	*Proposed staffing*	*Level*
Juba	85	1 Under-Secretary-General, 2 Assistant Secretary-General, 1 D-2, 3 D-1, 7 P-5, 12 P-4, 13 P-3, 1 P-2, 14 Field Service, 11 National Professional Officer, 12 local level, 8 United Nations Volunteers
Total	**85**	

45. The staffing resources proposed under executive direction and management are described in paragraphs 24 to 42 of the report of the Secretary-General (A/66/532). A total of 85 posts and United Nations Volunteer positions is proposed for 10 staff for the Office of the Special Representative of the Secretary-General, 7 staff for the Office of the Deputy Special Representative of the Secretary-General (Political), 9 staff for the Office of the Deputy Special Representative of the Secretary-General (Humanitarian), 5 staff for Special Advisers, 14 staff for the Office of the Chief of Staff, 4 staff for the Best Practices Unit, 5 staff for the Office of Field Support, 5 staff for the Strategic Planning Unit, 14 staff for the Legal Affairs Unit and 12 staff for the Conduct and Discipline Unit.

46. **The Advisory Committee considers that the number of staff requested under executive direction and management may be excessive and, therefore, makes specific comments and recommendations on posts in the paragraphs below.**

47. The Advisory Committee notes that the Office of the Chief of Staff is proposed to consist of 14 civilian personnel and that the Chief of Staff will provide support to the Special Representative in the management of day-to-day responsibilities and is responsible for ensuring integrated and coherent functioning across all areas and components of the Mission. The Chief of Staff will also ensure the functioning of core integrated mechanisms for planning, analysis and operations and will oversee internal management of the Mission (A/66/532, para. 29). In addition to the Chief of Staff, the proposed staffing includes a Deputy Chief of Staff at the P-5 level.

48. The Advisory Committee was informed, upon enquiry, that a key role of the Chief of Staff was to oversee the Field Support Office which would manage the 10 state offices and to which the 10 State Coordinators would report. Given this requirement, in addition to that of the strategic coordination of the various components of the mission, the Deputy Chief of Staff would provide support through having a lead role in the internal management of the Office of the Chief of Staff. **The Advisory Committee is not convinced of the need for the post of Deputy Chief of Staff. Pending the receipt of full justification for the post in the context of the proposed budget for the period from 1 July 2012 to 30 June 2013,**

the Committee recommends that a temporary position of Senior Officer at the P-5 level be approved for the Office of the Chief of Staff, under general temporary assistance.

49. In paragraph 30 of the report of the Secretary-General, under the Office of the Chief of Staff, three National Professional Officers are proposed as Protocol/Liaison Officers to handle arrangements for the travel of the Special Representative and other senior managers. The Advisory Committee was informed that the Protocol/Liaison Officers are required to meet the workload in the area of travel and that the incumbents will also provide training for other United Nations personnel on issues of protocol, as well as assisting in training Government personnel. **The Advisory Committee does not find sufficient justification for the three proposed National Professional Officer posts for Protocol/Liaison Officers. Pending further justification in the context of the proposed budget for the period from 1 July 2012 to 30 June 2013, the Committee recommends the approval of two temporary National Professional Officer positions, instead of the three National Professional Officer posts proposed.**

50. Four posts (one P-5, one P-4, one P-3 and one National Officer) and one United Nations Volunteer position are proposed for the Strategic Planning Unit to coordinate the production, monitoring and adjustment of planning tools that translate the Security Council mandate and the vision of the Special Representative into the allocation of tasks and resources (ibid., para. 32). Two Planning Officers (one National Officer and one international United Nations Volunteer) are also proposed to assist in training mission staff in the use of relevant planning tools and provide support to substantive units as requested. **The Advisory Committee is of the view that the training functions under the Strategic Planning Unit can be delivered in coordination with the proposed Training Section. It therefore recommends approval of one P-5, one P-4 and one P-3 post as well as one United Nations Volunteer position, but recommends against approval of the National Professional Officer post proposed for this Unit.**

51. With regard to the Best Practices Unit, four posts (one P-4, two P-3 and one National Professional Officer) are requested, consisting of one Best Practices Officer (P-4) to lead the Unit, one Best Practices Officer (P-3) to be responsible for the civilian component, one Best Practices Officer (P-3) who would cover the military component and one Best Practices Officer at the National Professional Officer level. In addition, one Officer (P-3) would be assigned to the Office of the Director of Mission Support with the assignment of supporting the Mission's efforts to maximize local procurement and the positive economic impact of the Mission (ibid., para. 34). **The Advisory Committee recognizes the importance of using lessons learned and the implementation of best practices in peacekeeping missions. However, the Committee is of the view that the necessary support can be provided by a staffing of one P-4, one P-3 and one National Professional Best Practices Officers. It therefore recommends against approval of one of the P-3 posts.**

Component 1: peace consolidation and extension of state authority

Location	*Proposed staffing*	*Level*
Juba	103	3 D-1, 6 P-5, 8 P-4, 11 P-3, 2 P-2, 11 Field Service, 8 National Professional Officers, 46 Local level, 8 United Nations Volunteers
State and county offices	113	3 P-5, 6 P-4, 17 P-3, 21 National Professional Officers, 38 Local level, 28 United Nations Volunteers
Total	**216**	

52. The requested resources under component 1, Peace consolidation and extension of State authority, are described in paragraphs 44 to 65 of the report of the Secretary-General. Under this component, a total of 216 staff, including 36 United Nations Volunteers, are proposed: 18 staff in the Political Affairs Division; 109 staff in the Communication and Public Information Division; and 89 staff in the Recovery, Reintegration and Peacebuilding Section.

53. The Advisory Committee notes that out of the total of 109 posts and United Nations Volunteer positions proposed for the Communication and Public Information Division of UNMISS, 71 will be at the Mission headquarters and 38 in the field offices. The Committee also notes from the results-based-budgeting framework that one output refers to the formulation of a five-year plan for the transition of Radio Miraya to an independent broadcaster, including a financially sustainable transmission network and training plan to strengthen the capacity of national staff in the areas of management and editorial leadership.

54. The Advisory Committee was informed, upon enquiry, that the Mission continues to operate Radio Miraya, the radio station which had been operated by UNMIS, although the staffing of the Division has been reduced from previous levels, commensurate with the mandate of UNMISS. The Committee was informed that plans were under way to transition the radio station to South Sudanese ownership. **The Advisory Committee trusts that the Secretary-General will take into consideration all relevant factors in carrying out the transition of Radio Miraya within the envisaged time frame. The Committee requests that information on progress in that regard be included in future reports of the Secretary-General.**

Component 2: conflict mitigation and protection of civilians

Location	*Proposed staffing*	*Level*
Juba	43	2 D-2, 1 D-1, 3 P-5, 3 P-4, 10 P-3, 6 P-2, 4 Field Service, 4 National Professional Officer, 3 Local level, 7 United Nations Volunteers
State and county offices	198	3 D-1, 10 P-5, 10 P-4, 23 P-3, 10 Field Service, 35 National Professional Officer, 19 Local level, 88 United Nations Volunteers
Total	**241**	

55. The requested resources for component 2, conflict mitigation and protection of civilians, are described in paragraphs 66 to 82 of the Secretary-General's report. A total of 241 posts and United Nations Volunteer positions are proposed, including 69 posts and United Nations Volunteer positions for the State Coordinator's Office, 14 staff for the Joint Operations Centre, 12 staff for the Joint Mission Analysis Centre, 140 for the Civil Affairs Division and 6 for the Office of the Force Commander.

Component 3: capacity-building

Location	*Proposed staffing*	*Level*
Juba	110	1 D-2, 3 D-1, 13 P-5, 19 P-4, 16 P-3, 4 P-2, 13 Field Service, 12 National Professional Officer, 11 Local level, 18 United Nations Volunteers
State and county offices	124	1 P-5, 16 P-4, 29 P-3, 7 P-2, 2 Field Service, 22 National Professional Officer, 26 Local level, 21 United Nations Volunteers
Total	**234**	

56. The requested resources for component 3, capacity-building, are described in paragraphs 83 to 115 of the report of the Secretary-General. A total of 234 posts and United Nations Volunteer positions are proposed under this component for 99 staff for the Disarmament, Demobilization and Reintegration Section, 29 staff for the Office of the Police Commissioner, 10 staff for the Rule of Law and Security Institutions Support Office, 37 staff for the Judicial Advisory Section, 3 posts for the Military Justice and Advisory Section, 21 staff for the Corrections Advisory Section, 24 staff for the Security Sector Reform Unit and 11 staff for the HIV/AIDS Unit.

Component 4: human rights

Location	*Proposed staffing*	*Level*
Juba	38	1 D-2, 5 P-5, 9 P-4, 8 P-3, 1 P-2, 4 Field Service, 5 National Professional Officer, 4 Local level, 1 United Nations Volunteers
State and county offices	113	10 P-4, 23 P-3, 23 National Professional Officer, 22 Local level, 35 United Nations Volunteers
Total	**151**	

57. The requested resources for component 4, human rights, are described in paragraphs 116 to 134 of the Secretary-General's report. A total of 151 posts and United Nations Volunteer positions are proposed for this component, including 98 staff for the Human Rights Division; 27 staff for the Child Protection Unit; 10 staff for the Women's Protection Unit; and 16 staff for the Gender Affairs Unit.

Component 5: support

Location	*Proposed staffing*	*Level*
Juba	760	1 D-2, 3 D-1, 17 P-5, 34 P-4, 46 P-3, 13 P-2, 182 Field Service, 25 National Professional Officer, 368 Local level, 71 United Nations Volunteers
State and county offices	1 726	8 P-4, 40 P-3, 16 P-2, 220 Field Service, 24 National Professional Officer, 1,200 Local level, 218 United Nations Volunteers
Entebbe (non-Regional Service Centre)	112	1 P-5, 8 P-4, 4 P-3, 2 P-2, 40 Field Service, 9 National Professional Officer, 45 Local level, 3 United Nations Volunteers
Mombasa	14	1 P-3, 3 Field Service, 2 National Professional Officer, 8 Local level
Total	**2 612**	

58. The requested resources for component 5, support, are described in paragraphs 135 to 210 of the Secretary-General's report. A total of 2,612 posts and United Nations Volunteer positions are proposed under mission support for 89 staff for the Office of the Director of Mission Support, 467 staff for Administrative Services, 1,394 staff for Integrated Support Services and 662 staff for the Safety and Security Section, excluding the posts proposed to be integrated into the Regional Service Centre. Overall mission support is to be provided by the Office of the Director of Mission Support, headed by a Director of Mission Support (D-2) based at the Mission's headquarters in Juba and proposed to comprise 30 staff in Juba and 59 staff in field offices. The Office of the Director of Mission Support will include the Support Planning and Policy Unit, the Budget Unit, the Aviation and Safety Unit and the Board of Inquiry Unit. Administrative and technical support will be provided at the state and county levels under the coordination of the Deputy Director of Mission Support (D-1). UNMISS Administrative Services includes the United Nations Volunteer Support Unit, the Staff Counselling and Welfare Unit, and the Finance, Human Resources, Procurement, Contracts Management, Medical Services, General Services and Training Sections. A total of 189 staff are proposed for Administrative Services at the Mission headquarters, 103 in the UNMISS offices in Entebbe and 175 in the field offices. Integrated Support Services comprises the Office of the Chief, the Joint Logistics Operations Centre and the Movement Control, Communications and Information Technology, Property Management, Geographic Information Systems, Transport, Aviation, Supply and Engineering Sections. According to the Secretary-General, the staff of the Integrated Support Services will provide support to UNMISS at the state and county levels, as well as in Entebbe, Uganda, and in Mombasa, Kenya.

59. The Advisory Committee notes that the proposed budget for UNMISS includes a total of 112 staff to be located in Entebbe to provide services directly to the Mission, comprising 103 staff under Administrative Services and 9 under Integrated Support Services. The UNMISS staffing proposed in Entebbe consists of 48 posts and 3 United Nations Volunteers positions in the Human Resources Section, 40 in the Finance Section, 8 staff in the Procurement Section, 3 posts in the Communication and Information Technology Section, 3 posts in the Medical

Services Section, 1 post in the Geographic Information Systems Section, 5 posts in the Supply Section and 1 post in the Regional Training Centre.

60. The requested human resources to be integrated into the Regional Service Centre in Entebbe are described in paragraphs 211 and 212 of the Secretary-General's report and will occupy 14 posts. The comments and recommendations of the Advisory Committee on the support provided to UNMISS by the Regional Service Centre are contained in paragraphs 20 to 22 above.

Regional Service Centre

Location	*Proposed staffing*	*Level*
Entebbe	14	1 P-5, 1 P-4, 1 P-3, 6 Field Service, 5 Local level
Total	**14**	

61. **Subject to the recommendations contained in paragraphs 48, 49, 50 and 51 above, the Advisory Committee recommends approval of the Secretary-General's proposals for civilian personnel for UNMISS.**

Operational costs

62. The UNMISS budget includes requirements of $399,583,100 for operational costs in the period from 1 July 2011 to 30 June 2012, based on the relevant profile and scenario under the standardized funding model as discussed in preceding paragraphs of the present report.

63. The Advisory Committee was informed that the priority construction projects in the first year of the Mission are the Mission headquarters in Juba, including hardwall staff accommodation; the enlargement of nine state capital facilities; the construction or enlargement of 19 county support bases; the reconfiguration of 11 existing military bases and the construction of eight new military bases; the enlargement of the Juba logistics base and the establishment of two main hubs and two secondary hubs; the maintenance of roads and the extension of three landing strips; and the construction of three disarmament, demobilization and reintegration transitional centres. **The Advisory Committee is concerned as to whether UNMISS will have adequate capacity to oversee the ambitious construction programme planned for the critical start-up phase. It also notes other logistical difficulties which could impede construction work during certain periods of the year. The Advisory Committee expects the Secretary-General to monitor progress and ensure that the construction is completed according to schedule.**

64. The Advisory Committee was informed that among the significant drivers of operational costs is the elevated requirement for air transportation in the first year of the Mission, which will be reduced starting in the second year of the Mission owing to the increased use of fixed-wing aircraft as compared to rotary-wing aircraft.

IV. Comments and observations

65. The Secretary-General's comments in paragraphs 213 to 220 of his report, as well as the observations in paragraphs 26 to 36 above, clearly demonstrate the difficulties encountered in applying the standardized funding model to the start-up of UNMISS and formulating the budget proposals for the Mission's first year of operation. UNMISS, as a successor mission to UNMIS, is not "typical" of a start-up mission. **The Advisory Committee notes that the key premise on which the standardized funding model is based, namely, the similarity of the operations and resource requirements of missions in their first year of existence as they build up the deployment of personnel and assets, does not fully apply in the case of UNMISS, given its inheritance of personnel and assets from UNMIS.**

66. **The Advisory Committee also experienced certain difficulties in its consideration of the budgetary proposals for UNMISS for the 2011/12 period, in particular the lack of clarity and transparency as to the real requirements of the Mission. On the one hand, there is specific information available as to the number and type of personnel and the assets currently deployed in the Mission (see para. 32. above), including those that are to be transferred from UNMIS, and consequently on the resource requirements for 2011/12. On the other hand, the budgetary proposals are based on the assumptions underlying the standardized funding model in terms of the deployment of personnel and assets, which differ from the reality on the ground. In the Committee's view, given the particular circumstances of UNMISS, the application of the standardized funding model for the first year of operations of UNMISS appears to have created an artificial constraint impeding the full presentation of the current and known requirements of the Mission for the 2011/12 period, rather than providing the greater flexibility sought by the Mission's leadership team to translate the total funding envelope into mission-specific programmatic and support requirements (A/66/532, para. 214).**

67. **Furthermore, by its very nature, the standardized funding model was intended to accelerate the preparation of the necessary budgetary documentation, including the organizational structure, and, hence, the obtainment of funding in the start-up phase of a mission. In the case of UNMISS, following its establishment on 8 July 2011, an amount of $277,915,150 was provided for the deployment of the Mission for the period ending 31 December 2011, pursuant to the authorization granted by the General Assembly in its resolution 65/257 B on the financing of UNMIS (see para. 3 above). The Mission therefore did not face the time constraints of a typical start-up mission and had sufficient time to prepare a full budget for consideration by the General Assembly.**

68. **While the Advisory Committee considers that the start-up budget submission for UNMISS should not have been based on the standardized funding model, were it to request a full budget proposal for the 2011/12 period, such a proposal could be submitted, at the earliest, for consideration by the General Assembly at its resumed sixty-sixth session. Given the timing of the budget cycle, preparation of the budgetary proposals for the period from 1 July 2012 to 30 June 2013 is already under way. Under the circumstances, the Committee considers that approval of the start-up budget as presented in document A/66/532 would be the most practical approach. The Committee**

recommends that the Secretary-General should be requested to provide a comprehensive explanation of the resources utilized as well as details on actual achievements in the context of the performance report for UNMISS for the 2011/12 period. As indicated in paragraph 35 above, the Committee will also pay particular attention to the level and utilization of human and financial resources provided in the first year of the Mission in the context of its review of the budget for the period from 1 July 2012 to 30 June 2013. In this connection, the Advisory Committee notes the Secretary-General's intention of making every effort to remain within the limits of the funding provided through the standardized funding model (ibid., para. 220). In this regard, the Committee was also informed that a resource management committee had been established by UNMISS to ensure accountability and the appropriate alignment of resources and priorities.

69. With respect to the question of the applicability of the standardized funding model to the requirements of start-up peacekeeping operations, while recognizing that it may be premature to conduct a full review (see A/65/743, para. 209), the Advisory Committee believes that a number of lessons can be learned from the experience acquired thus far in the context of the first application of the model.

70. Since the adoption of General Assembly resolution 65/289, by which the Assembly authorized the Secretary-General to apply the standardized funding model, two new peacekeeping operations have been established by the Security Council, namely, UNISFA and UNMISS. The Secretary-General stated that the model was not applicable to UNISFA and acknowledged the difficulties in using the model to formulate the budgetary proposals for UNMISS. **While noting the particular circumstances of these two missions, the Committee considers that every new peacekeeping operation will be unique and present its own specificities. The modalities of any standardized funding model should therefore be sufficiently flexible to accommodate a wide range of operational requirements and conditions. The current design of the model, limited to six profile/scenario combinations with an overall level of funding for each combination, may be too restrictive and therefore limit the application of the model to a narrow range of "typical" start-up operations. The Committee is of the view that alternative methodologies for establishing standardized funding and costing models should also be explored, based, inter alia, on the experience acquired through the first application of the model, to UNMISS. In its previous report, the Committee encouraged the Secretary-General to further refine the costing model and the analysis of the costs related to specific activities and outputs. The Committee continues to emphasize the importance of making available transparent information on standard unit costs for services and outputs.**

71. **The Advisory Committee also questions whether the standardized funding model, as applied to UNMISS, meets the key objective of the Secretary-General, which was to accelerate the process for obtaining the necessary funding for start-up operations. It notes that the budget document remains voluminous and does not appear to be designed to accelerate either its production by the Secretariat or its consideration by the General Assembly. In this regard, the Secretary-General should also assess the impact of the increased authorities granted to him by the General Assembly in its resolution**

64/269,[1] which, taken together, allow him rapid access to up to $150 million for each start-up or expansion of a peacekeeping operation.

72. **The Advisory Committee invites the Secretary-General to analyse the lessons learned from the first application of the standardized funding model, with a view to determining the extent to which it meets the expectations of both of the Secretariat and the Member States, taking into account the observations in the paragraphs above. He should assess the viability of the model and propose any further refinements, as relevant.**

73. **The Committee emphasizes the importance of maintaining and improving transparency in the budget process. It believes that the translation of mandates into effective budgetary proposals is an important process that should provide Member States with clear information on the activities to be accomplished during the corresponding financial period and a better understanding of the resources to be engaged in that effort.**

V. Conclusion

74. In section III.F above, the Advisory Committee has made a number of observations and recommendations on the Secretary-General's proposals for the staffing of the Mission and other resource requirements (see paras. 48-51 above). The Committee recognizes that its recommendations on specific positions or operational costs will not result in a reduction in the level of the proposed resources, given that the standardized funding model provides an indicative level of overall funding (see para. 29 above). **Nevertheless, subject to their approval by the General Assembly, the Secretary-General should take the aforementioned recommendations into account during the start-up period, as well as in the preparation of the budgetary proposals for UNMISS for the period from 1 July 2012 to 30 June 2013.**

75. The actions to be taken by the General Assembly in connection with the financing of the Mission are set out in paragraph 223 of the Secretary-General's report. **Taking into account its recommendation in paragraph 68 above, the Advisory Committee recommends that the General Assembly:**

(a) **Establish a Special Account for the United Nations Mission in South Sudan for the purpose of accounting for the income received and expenditure incurred in respect of the Mission;**

(b) **Appropriate the amount of $738,266,500 for the maintenance of the Mission for the period from 1 July 2011 to 30 June 2012;**

(c) **Apply to the Special Account for UNMISS the total amount of $277,915,150 from the amount of $482,460,550 previously assessed under the**

[1] (a) To enter into commitments of up to $100 million from the available balance of the Peacekeeping Reserve Fund, subject to the concurrence of the Advisory Committee on Administrative and Budgetary Questions;
(b) To enter into commitments of up to $50 million of the available balance of the stores available from the Organization's strategic deployment stocks, with the drawings from the stocks to be replenished when the initial budget appropriation is received.

terms of its resolution 65/257 B for the United Nations Mission in the Sudan, the United Nations Interim Security Force for Abyei and UNMISS;

(d) **Taking into account the amount of $277,915,150 applied to the Special Account for UNMISS referred to in subparagraph (c) above, assess the amount of $460,351,350 for the period from 9 July 2011 to 30 June 2012.**

Documentation

- Budget for the United Nations Mission in South Sudan for the period from 1 July 2011 to 30 June 2012 (A/66/532)
- Budget for the United Nations Interim Security Force for Abyei for the period from 1 July 2011 to 30 June 2012 (A/66/526)
- Report of the Secretary-General on a standardized funding model of the global field support strategy (A/65/696 and Corr.1)
- Security Council resolution 1978 (2011) of 27 April 2011
- Security Council resolution 1996 (2011) of 8 July 2011
- Observations and recommendations on cross-cutting issues related to peacekeeping operations: Report of the Advisory Committee on Administrative and Budgetary Questions (A/65/743)
- Report of the Secretary-General on the global field support strategy (A/64/633)
- Observations and recommendations on cross-cutting issues related to peacekeeping operations; Global field support strategy: Report of the Advisory Committee on Administrative and Budgetary Questions (A/64/660)

Annex I

UNMISS
Expenditure from 1 July 2011 to 31 October 2011

(Thousands of United States dollars)

	Commitment authority from 1 July to 31 December 2011	*Expenditures from 1 July to 31 October 2011*	*Unencumbered balance*
	(1)	*(2)*	*(3)=(1)-(2)*
Military and police personnel			
Military observers	2 973.6	165.2	2 808.4
Military contingents	73 033.2	39 263.7	33 769.5
United Nations police	13 116.4	4 302.7	8 813.7
Formed police	—	—	—
Subtotal	**89 123.2**	**43 731.6**	**45 391.5**
Civilian personnel			
International staff	661.0	—	661.0
National staff	42.8	—	42.8
United Nations Volunteers	5 141.9	1 416.9	3 725.0
General temporary assistance	54 018.9	46 650.5	7 368.4
Subtotal	**59 864.6**	**48 067.4**	**11 797.2**
Operational costs			
Government-provided personnel	—	52.0	(52.0)
Civilian electoral observers	—	—	—
Consultants	949.8	7.0	942.8
Official travel	1 382.6	333.3	1 049.4
Facilities and infrastructure	38 296.3	9 705.0	28 591.4
Ground transportation	6 750.9	849.4	5 901.5
Air transportation	45 106.1	27 224.7	17 881.4
Naval transportation	—	—	—
Communications	5 773.1	2 967.1	2 806.0
Information technology	7 048.3	873.4	6 174.9
Medical	1 296.1	804.4	491.7
Special equipment	943.3	943.3	—
Other supplies, services and equipment	21 047.6	11 325.8	9 721.8
Quick-impact projects	333.3	—	333.3
Subtotal	**128 927.4**	**55 085.4**	**73 842.0**
Gross requirements	**277 915.2**	**146 884.5**	**131 030.7**
Staff assessment income	5 892.9	—	5 892.9
Net requirements	**272 022.3**	**146 884.5**	**125 137.8**
Voluntary contributions in kind (budgeted)	—	—	—
Total requirements	**277 915.2**	**146 884.5**	**131 030.7**

Annex II

UNMISS
Actual deployment of mission personnel as at 31 October 2011 and projected to 30 June 2012

		Staff on board				*Projected*								
Personnel category	*Proposed staffing*	*31 Jul 2011*	*31 Aug 2011*	*30 Sep 2011*	*31 Oct 2011*	*30 Nov 2011*	*31 Dec 2011*	*31 Jan 2012*	*29 Feb 2012*	*31 Mar 2012*	*30 Apr 2012*	*31 May 2012*	*30 June 2012*	*Average*
Military and police personnel														
Military observers	166	194	194	194	149	146	142	140	135	130	125	121	118	149
Vacancy rate		-17%	-17%	-17%	10%	12%	14%	16%	19%	22%	25%	27%	29%	10%
Military contingent personnel	6 834	5 194	5 194	5 194	5 054	4 918	4 898	4 908	6 678	6 754	6 754	6 754	6 754	5 755
Vacancy rate		24%	24%	24%	26%	28%	28%	28%	2%	1%	1%	1%	1%	16%
United Nations police	900	375	375	374	382	464	464	505	508	516	534	544	560	467
Vacancy rate		58%	58%	58%	58%	48%	48%	44%	44%	43%	41%	40%	38%	48%
Government-provided personnel	81	17	17	17	17	17	18	22	29	37	52	63	63	31
Vacancy rate		79%	79%	79%	79%	79%	78%	73%	64%	54%	36%	22%	22%	62%
Civilian personnel[a]														
International staff														
Professional and above	530	229	229	289	289	313	325	337	350	367	384	392	392	325
Vacancy rate		57%	57%	45%	45%	41%	39%	36%	34%	31%	28%	26%	26%	39%
Field Service and other	509	381	381	381	396	400	411	416	437	452	460	470	476	422
Vacancy rate		25%	25%	25%	22%	21%	19%	18%	14%	11%	10%	8%	6%	17%
Total, international staff	**1 039**	**610**	**610**	**670**	**685**	**713**	**736**	**753**	**787**	**819**	**844**	**862**	**868**	**746**
Vacancy rate		**41%**	**41%**	**36%**	**34%**	**31%**	**29%**	**28%**	**24%**	**21%**	**19%**	**17%**	**16%**	**28%**
National staff														
National Professional Officers	201	90	90	90	79	84	96	106	115	128	142	167	178	114
Vacancy rate		55%	55%	55%	61%	58%	52%	47%	43%	36%	29%	17%	11%	43%
General Service (Local level)	1 807	1 248	1 248	1 248	1 282	1 339	1 393	1 448	1 506	1 565	1 622	1 678	1 748	1 444
Vacancy rate		31%	31%	31%	29%	26%	23%	20%	17%	13%	10%	7%	3%	20%

Personnel category	Proposed staffing	Staff on board				Projected								
		31 Jul. 2011	31 Aug. 2011	30 Sep. 2011	31 Oct. 2011	30 Nov. 2011	31 Dec. 2011	31 Jan. 2012	29 Feb. 2012	31 Mar. 2012	30 Apr. 2012	31 May 2012	30 June 2012	Average
Total, national staff	**2 008**	**1 338**	**1 338**	**1 338**	**1 361**	**1 423**	**1 489**	**1 554**	**1 621**	**1 693**	**1 764**	**1 845**	**1 926**	**1 558**
Vacancy rate		**33%**	**33%**	**33%**	**32%**	**29%**	**26%**	**23%**	**19%**	**16%**	**12%**	**8%**	**4%**	**22%**
Total, United Nations Volunteers	**506**	**210**	**210**	**210**	**217**	**225**	**239**	**270**	**289**	**326**	**354**	**364**	**376**	**274**
Vacancy rate		**58%**	**58%**	**58%**	**57%**	**56%**	**53%**	**47%**	**43%**	**36%**	**30%**	**28%**	**26%**	**46%**
Total, civilian personnel	**3 553**	**2 158**	**2 158**	**2 218**	**2 263**	**2 361**	**2 464**	**2 577**	**2 697**	**2 838**	**2 962**	**3 071**	**3 170**	**2 578**
Vacancy rate (percentage)		**39%**	**39%**	**38%**	**36%**	**34%**	**31%**	**27%**	**24%**	**20%**	**17%**	**14%**	**11%**	**27%**

[a] Including posts and temporary positions.

Annex III

Background information on and main elements of the standardized funding model

1. In his first report on the global field support strategy (A/64/633), the Secretary-General requested authorization to develop proposals for a standardized funding model for consideration by the General Assembly at its sixty-fifth session with a view to improving and accelerating the process for obtaining the necessary funding for the initial operations of new or expanding peacekeeping missions. The Advisory Committee acknowledged the possible usefulness of the standardized funding model and recommended that the General Assembly authorize the Secretary-General to submit a proposal for consideration by the General Assembly. It also emphasized that the standardized funding model should not in any way derogate from the legislative role of the General Assembly in the consideration and approval of budgets (see A/64/660, paras. 86-91). The General Assembly requested the Secretary-General to submit proposals for a standardized funding model for the first year of peacekeeping operations for consideration by the General Assembly at the second part of its resumed sixty-fifth session, on the understanding that the model should not in any way derogate from the legislative role of the Assembly in the consideration and approval of budgets (General Assembly resolution 64/269, part VI, para. 11).

2. Pursuant to General Assembly resolution 64/269, the Secretary-General submitted proposals for a standardized funding model in his report (A/65/696). In that report, the Secretary-General presented the rationale and proposals for the standardized funding model. He stated that an analysis of the start-up phase of recently established missions had shown that funding for the first full year of operations was approved by the General Assembly between 3 and 11 months after the establishment of the mandate of the mission by the Security Council. This extended process required the preparation of multiple funding requests, diverting resources both in the mission and at Headquarters from other critical tasks in the months immediately following the establishment of a mission. Furthermore, the new missions had been characterized by substantial underutilization of funding made available for them in the first year. The underspending (after recognition of subsequent cancellation of prior-period obligations) exceeded 20 per cent of the total approved budget and was due mainly to the gap between what could realistically be achieved in the first year of the mandate and what was requested.

3. The Secretary-General further stated that a standardized funding model would improve and accelerate the process for obtaining the necessary funding for start-up operations. The model used two key elements to categorize field missions: (a) standard scenarios reflecting the level of logistical challenges posed and the size of the mission area; and (b) standard profiles characterizing the level of authorized uniformed personnel, with profiles 1, 2 and 3 corresponding to authorized levels of 5,000, 10,000 and 15,000 military and police personnel, respectively. The two standard scenarios used in the standardized funding model are as follows:

(a) A baseline scenario (scenario one) for missions characterized by an area of operation limited to a single, small country, designated at security phase III, consisting of a headquarters and five regional bases. Other key characteristics used to categorize missions under the baseline scenario are detailed in paragraph 53 of

the report of the Secretary-General and include elements such as access to a seaport, the ability to reach major mission locations by rotary aircraft and a well-established local economy. Missions falling under this scenario include the United Nations Operation in Burundi (ONUB), the United Nations Operation in Côte d'Ivoire (UNOCI), the United Nations Mission in Liberia (UNMIL) and the United Nations Stabilization Mission in Haiti (MINUSTAH);

(b) A second scenario (scenario two) for missions facing greater logistical challenges, which operate in an expanded area of operation with a mission headquarters, five regional bases and 15 team sites. The main characteristics of the missions associated with this scenario include the lack of a seaport, long supply chains, limited infrastructure, difficult terrain and the requirement for small fixed-wing aircraft and rotary-wing aircraft to operate in the mission area. Missions categorized under this scenario include UNMIS, the African Union-United Nations Hybrid Operation in Darfur (UNAMID), the United Nations Mission in the Central African Republic and Chad (MINURCAT) and the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC).

4. The combination of the two scenarios and three profiles gives rise to six different levels of staffing and funding. The Secretary-General proposed a standard funding level for each of the resulting six scenario/profile combinations, which was derived using data on overall expenditure levels of actual start-up missions during their first year of operation, at 2011/12 rates. He indicated that the standardized funding model was built upon the operational similarity of missions in the first year of operations: while mandates differed, initial resource requirements in the first year of operations were largely similar across missions, with resource specificities arising from differences in mandates generally becoming evident in the second year of operations. However, the model would allow some flexibility to accommodate mission-specific conditions. For this reason it did not include a standard results-based-budgeting framework or detailed staffing table, which would be developed for every start-up situation. The funding proposed for civilian personnel represented an indicative level and staffing costs calculated on the basis of actual deployment experience in eight missions (UNMIL, MINUSTAH, UNOCI, ONUB, UNAMID, MONUC, UNMIS and MINURCAT). Other aspects specific to a mission would be accommodated within the standardized funding model through realignment (see A/65/696, paras. 38-45).

5. The Committee was informed that the budget proposal based on the standardized funding model for the first year of operation of a start-up mission would comprise the following elements:

(a) Mandate-specific results-based budgeting frameworks for the substantive components of the mission;

(b) An indicative results-based budgeting framework for the support component of the mission, based on the scenario and profile that most closely resembles the new mandate;

(c) A detailed mission-specific staffing table based on the mandate of the mission;

(d) Financial resources based on the scenario and profile that most closely resembles the new mandate.

6. A timeline for the application of the standardized funding model to fund a new peacekeeping mission was proposed in annex II to the Secretary-General's report (see also A/65/696, para. 38). It involved the following steps:

(a) Development of an initial commitment authority request, on the basis of the standardized funding model, within 30 days of authorization of the mandate, to be approved with the concurrence of the Advisory Committee;

(b) Development of an initial budget within 30 to 90 days of authorization of the mission, established on the basis of the standardized funding model for the balance of the financial period of the first year of operation of the mission, taking into account the activities that could reasonably be accomplished during the period. The initial budget would be submitted through the Advisory Committee to the General Assembly for consideration and approval, with an appropriation through assessed contributions. Actual expenditure would be reported to the General Assembly in the context of the first performance report;

(c) Development and submission of a full budget and performance reports in subsequent periods, based on existing procedures.

7. In its related report, the Advisory Committee included additional information, provided to it upon request, relating to: (a) the methodology used to derive the standardized funding levels for each of the six scenario/profile combinations of the model (A/65/696, table 2); and (b) the underlying cost structure of the amounts proposed under each category of expenditure, including indicative levels of civilian staffing by category of personnel, the vacancy rates applied and the average number of civilian personnel in the first year of operation (see A/65/743, paras. 196-202 and annex XI). The Committee encouraged the Secretary-General to further refine the methodology to include an analysis of the costs related to specific activities and outputs.

8. The standardized funding model was intended to accelerate the preparation of the necessary budgetary documentation, including the organizational structure, and, hence, the obtainment of funding in the start-up phase of a mission. In his report, the Secretary-General identified a number of improvements that could be expected through the application of a standardized funding model, including the following:

(a) Reduction in the time needed to develop a budget proposal since only the substantive results-based budgeting frameworks and the staffing table would have to be developed specifically for each new mission (see A/65/696, para. 41);

(b) Streamlining of the budget process as outlined in the timeline provided in annex II to the report (ibid., para. 39);

(c) Submission of a full budget for the first year within 90 days of the establishment of the mandate (ibid., para. 42 (d));

(d) Improved budgetary discipline through the provision of funding only for those activities that can be realistically achieved in the first year, thereby reducing unspent balances and providing a realistic budget implementation rate for the first year of the start-up phase (ibid., paras. 25, 30 and 32);

(e) Improved support for rapid mobilization of resources and mission deployment (ibid., paras. 35 and 42 (b));

(f) Increased transparency and accountability by establishing a standard set of funding elements that can be used as a basis for comparison and consistency in the start-up phase of different missions (ibid., para. 25);

(g) Reduction in the interval between withdrawal of strategic deployment stocks and funding from the Peacekeeping Reserve Fund, and replenishment (ibid., para. 42 (c)).

9. The Advisory Committee considered that the establishment of a definitive timeline and sequencing of the envisaged budgetary cycle, combined with the formulation and submission of the initial budget of a mission within 30 to 90 days of the establishment of the mandate, based on standardized and transparent costing parameters and realistic estimates of the resources that could be deployed during the first year of operations, could be a positive step. It was of the view that this could lead to fewer funding proposals through commitment authority, with or without assessment, as well as reducing the likelihood of overbudgeting in the first year of operations, as had often been the case. The Committee also stressed that the formulation of budget proposals based on a standardized funding model should not in any way lessen the requirement for a full justification of the resources proposed for the first year of operation, and that the performance reports should provide comprehensive explanations on the resources utilized, as well as details of actual achievements. The Committee welcomed the Secretary-General's initiative to streamline and rationalize the budgetary process. It indicated that it would offer further comments on the applicability of the standardized funding model and make further recommendations on the content, format and presentation of the first-year budget document in the context of its consideration of the first application of the standardized funding model to a start-up mission. In its resolution 65/289, the General Assembly endorsed the recommendations contained in the report of the Advisory Committee (A/65/743).

10. The table below, taken from table 2 of the Secretary-General's report on the standardized funding model (A/65/696 and Corr.1), provides the indicative funding levels of the six scenario/profiles of the standardized funding model as follows. The report of the Advisory Committee contains in annexes XI and XII respectively, details on the costing parameters and assumptions underlying the standard funding levels and an example of an indicative results-based budgeting framework for the support component for a scenario two mission with a profile of 10,000 uniformed personnel.

Proposed standard funding levels for a 12-month period

	Scenario one: baseline			*Scenario two: baseline adjusted for mission size and logistical challenges*		
	Profile 1	*Profile 2*	*Profile 3*	*Profile 1*	*Profile 2*	*Profile 3*
Mandated level of uniformed personnel	5 000	10 000	15 000	5 000	10 000	15 000
Military and police personnel						
Military observers	2 673.5	5 578.3	7 968.7	2 673.5	5 578.3	7 968.7
Military contingents	82 062.7	154 673.9	234 406.4	105 797.1	198 922.3	301 595.4
United Nations police	7 535.0	15 379.8	21 882.7	7 535.0	15 379.8	21 882.7
Formed police units	6 304.5	22 066.4	34 574.9	7 751.0	27 128.7	42 530.2
Subtotal	**98 575.7**	**197 698.4**	**298 832.7**	**123 756.6**	**247 009.1**	**373 977.0**
Civilian personnel						
International staff	31 891.3	43 139.4	54 387.0	41 551.5	66 104.2	90 615.4
National staff	5 985.4	8 098.2	10 206.2	14 348.1	22 814.5	31 284.8
United Nations Volunteers	1 565.2	2 116.7	2 668.5	1 729.7	2 755.6	3 777.8
Subtotal	**39 441.9**	**53 354.3**	**67 261.7**	**57 629.3**	**91 674.3**	**125 678.0**
Operational costs						
Consultants	58.5	79.2	99.8	106.1	168.7	231.3
Official travel	832.2	1 017.3	1 205.3	1 055.6	1 498.9	1 941.0
Facilities and infrastructure	61 431.8	95 451.6	130 777.8	82 578.6	123 487.6	165 693.7
Ground transportation	33 111.0	49 218.6	64 373.6	40 494.4	60 262.8	78 978.8
Air transportation	45 322.2	45 322.2	45 322.2	142 001.5	142 001.5	142 001.5
Communications	22 977.6	25 770.0	30 633.3	30 055.4	33 779.1	39 598.4
Information technology	7 874.4	9 759.7	11 598.1	9 763.4	13 089.6	16 229.8
Medical	2 072.2	3 972.0	5 858.5	2 579.7	4 509.1	6 650.3
Special equipment	1 094.4	2 187.8	3 267.4	1 188.2	2 373.5	3 543.1
Other supplies, services and equipment	5 585.7	9 365.9	13 048.0	9 713.8	17 512.3	25 209.7
Quick-impact projects	800	700	900	700	900	900
Subtotal	**180 760.0**	**242 844.3**	**307 084.0**	**320 236.7**	**399 583.1**	**488 977.6**
Gross requirements	**318 777.6**	**493 897.0**	**673 178.4**	**501 622.6**	**738 266.5**	**988 632.6**
Staff assessment income	4 232.9	5 726.2	7 219.3	6 476.1	10 302.0	14 122.8
Net requirements	**314 544.7**	**488 170.8**	**665 959.1**	**495 146.5**	**727 964.5**	**966 509.8**
Total requirements	**318 777.6**	**493 897.0**	**673 178.4**	**501 622.6**	**738 266.5**	**988 632.6**

11. The table below provides a summary of the standard staffing and deployment levels by category of personnel, based on data contained in annex XI to the Advisory Committee's report on the standardized funding model (A/65/743).

Standard staffing and deployment levels by category of personnel

	Scenario one: baseline			*Scenario two: baseline adjusted for mission size and logistical challenges*		
	Profile 1	*Profile 2*	*Profile 3*	*Profile 1*	*Profile 2*	*Profile 3*
Mandated level of uniformed personnel	**5 000**	**10 000**	**15 000**	**5 000**	**10 000**	**15 000**
Military and police personnel						
Military observers						
Authorized strength	100	200	300	100	200	300
Delayed deployment factor (%)	43	43	43	43	43	43
Estimated monthly deployment	57	120	171	57	120	171
Military contingents						
Authorized strength	4 255	8 065	12 100	4 255	8 065	12 100
Delayed deployment factor (%)	35	35	35	35	35	35
Estimated deployment	2 771	5 251	7 879	2 771	5 251	7 879
United Nations police						
Authorized strength	365	745	1 060	365	745	1 060
Delayed deployment factor (%)	56	56	56	56	56	56
Estimated deployment	280	980	1 540	280	980	1 540
Formed police units						
Authorized strength	280	980	1 540	280	980	1 540
Delayed deployment factor (%)	35	35	35	35	35	35
Estimated deployment	183	641	1 007	183	641	1 007
Total uniformed personnel deployed	**3 291**	**6 992**	**10 597**	**3 291**	**6 992**	**10 597**
Civilian personnel	**936**	**1 266**	**1 596**	**1 696**	**2 697**	**3 699**
International staff						
Staffing complement	349	469	560	452	719	981
Delayed deployment factor (%)	54	54	54	54	54	54
Estimated deployment	161	216	271	208	331	454
National staff						
Staffing complement	448	607	766	1 090	1 734	2 378
Delayed deployment factor (%)	63	63	63	63	63	63
Estimated deployment	166	225	283	403	642	880
United Nations Volunteers						
Staffing complement	139	190	240	154	244	335
Delayed deployment factor (%)	49	49	49	49	49	49
Estimated deployment	71	97	122	79	124	171
Total civilian personnel deployed	**398**	**538**	**676**	**690**	**1 097**	**1 505**